

## Message Text

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42

ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W

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P R 061806Z FEB 75

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 7795

USDEL MBFR VIENNA PRIORITY

INFO USMISSION NATO BRUSSELS

AMEMBASSY LONDON

S E C R E T SECTION 01 OF 02 BONN 02110

EXDIS

E.O. 11652: GDS

TAGS: PARM, NATO, GW

SUBJECT: MBFR: COMMENTS ON THE DELEGATION'S AIR

MANPOWER PROPOSAL

REF: MBFR VIENNA 0029

SUMMARY: REGARDING THE DELEGATION'S AIR MANPOWER PROPOSAL, WE FORESEE CONTINUED GERMAN RESISTANCE TO THE CONCEPT OF VOLUNTARY AIR MANPOWER REDUCTIONS IN PHASE II, WITH THE GERMANS REMAINING CONVINCED THAT THE PRECEDENT FOR EUROPEAN REDUCTIONS WILL HAVE BEEN SET IN PHASE I. THE GERMANS PLAN TO IMPLEMENT THE BUNDESWEHR RESTRUCTURING PROPOSAL ONLY UPON ACHIEVEMENT OF "SATISFACTORY RESULTS" IN THE MBFR NEGOTIATIONS. THE GERMANS HAVE JUST RECONFIRMED AT A HIGH GOVERNMENTAL LEVEL THAT THEY WILL NOT TAKE ANY REPEAT ANY CUTS IN AIR MANPOWER IN PHASE II. END SUMMARY.

1. WE FOUND REFTEL TO BE AN EXCELLENT ANALYSIS OF A POSSIBLE WAY OUT OF THE PRESENT DILEMMA IN WHICH WE FIND OURSELVES WITH THE ALLIES ON THE US AIR MANPOWER PROPOSAL. IN THE INTEREST OF FURTHERING THE DIALOGUE, WE THOUGHT IT WOULD BE USEFUL

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TO GIVE EMBASSY COMMENTS ON POSSIBLE GERMAN REACTION

TO THE DELEGATION'S PROPOSAL.

2. THE GERMANS HAVE BEEN AND ARE LIKELY TO REMAIN ONE OF THE PRINCIPAL STUMBLING BLOCKS TO ACCEPTANCE OF THE US AIR MANPOWER PROPOSAL BY NATO. WHETHER THE GERMANS WOULD FIND THE DELEGATION'S MODIFIED PROPOSAL SALEABLE WITH REGARD TO THE PRECEDENT-SETTING EFFECT OF AMERICAN-SOVIET AIR MANPOWER REDUCTIONS IN PHASE I APPEARS DOUBTFUL. IT WILL BE MOST DIFFICULT TO OVERCOME GERMAN SKEPTICISM ABOUT THE EFFECTIVENESS OF A DECLARATION BY THE ALLIES CONCERNING THE VOLUNTARY NATURE OF REDUCTIONS.

A CONSTANTLY REPEATED THEME IN BONN IS THAT THE EUROPEANS WOULD BE FORCED TO TAKE AIR MANPOWER REDUCTIONS IN PHASE II ONCE THE AMERICANS AND RUSSIANS HAD DONE SO IN PHASE I. IT WOULD BE MOST DIFFICULT TO CONVINCE THE GERMANS THAT WE COULD SET A PRECEDENT AGAINST OBLIGATORY AIR MANPOWER REDUCTIONS WHEN A REDUCTIONS PRECEDENT WOULD IN FACT BE SET IN PHASE I BY THE US AND SOVIET UNION. WE THINK PARA 6A BEST DESCRIBES BONN'S LIKELY ATTITUDE, I.E., THE VOLUNTARY REDUCTIONS APPROACH MAY NOT WORK AND THE AIR MANPOWER REDUCTION PRECEDENT IS IN FACT ESTABLISHED.

3. THE FINAL SENTENCE OF PARA 6A REFERS TO A WHITE PAPER RECENTLY APPROVED BY THE BUNDESTAG WHICH PROVIDES FOR A TRANSFER FROM ACTIVE DUTY OF 3,000 AIRMEN. WE BELIEVE THIS IS A REFERENCE TO THE JANUARY 1974 WHITE PAPER PUBLISHED BY THE FEDERAL MINISTRY OF DEFENSE ON BEHALF OF THE FEDERAL GOVERNMENT WHICH WAS FORMALLY PRESENTED TO THE BUNDESTAG. THE WHITE PAPER, IN THE SECTION DEVOTED TO THE STANDBY READINESS FORCE, INDICATES THAT THE SIZE WILL BE 30,000 MEN. AN FMOD OFFICIAL RESPONSIBLE FOR BUNDESWEHR FORCE RESTRUCTURING STATED THAT THE 30,000 MEN WILL BE DISTRIBUTED AS FOLLOWS: 25,000 SOLDIERS, 4,000 AIRMEN AND 1,000 SAILORS. HOWEVER, EVEN MORE IMPORTANT THAN THE WHITE PAPER IS THE RECENT AMENDMENT TO THE UNIVERSAL MILITARY CONSCRIPTION ACT WHICH WAS APPROVED UNANIMOUSLY BY THE BUNDESTAG ON JANUARY 24. THE AMENDMENT PROVIDES THAT THE RESTRUCTURING WILL NOT BE IMPLEMENTED BEFORE 1977

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AND NOT EVEN THEN UNLESS "SATISFACTORY RESULTS" HAVE BEEN ACHIEVED IN THE MBFR NEGOTIATIONS. MOREOVER, THE GOVERNING COALITION AND OPPOSITION PARTIES IN THE BUNDESTAG MUST AGREE UPON WHAT CONSTITUTES "SATISFACTORY RESULTS." THE GERMANS ARE DEALING WITH THE PROBLEM IN THIS MANNER IN ORDER TO AVOID PLACING THEIR FORCES IN DOUBLE JEOPARDY. THEY DO NOT WANT TO IMPLEMENT THE RESTRUCTURING PLAN ONLY TO FIND THAT AN MBFR AGREEMENT

WILL IMPOSE A SECOND CUT ON AN ALREADY REDUCED FORCE.  
WHILE PRESENT GUIDELINES CALL FOR A 25,000/4,000/1,000

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ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W

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P R 061806Z FEB 75

FM AMEMBASSY BONN

TO SECSTATE WASHDC PRIORITY 7796

USDEL MBFR VIENNA PRIORITY

INFO USMISSION NATO BRUSSELS

AMEMBASSY LONDON

S E C R E T SECTION 02 OF 02 BONN 02110

EXDIS

BREAKDOWN OF SERVICE REDUCTIONS, IT IS CONCEIVABLE THAT WHEN THE RESTRUCTURING PLAN IS IMPLEMENTED THE ACTUAL SERVICE CUTS MIGHT BE DIFFERENT. THEREFORE, THERE IS NO ASSURANCE THAT THE GERMANS WILL ACTUALLY REDUCE THE LUFTWAFFE BY 4,000 MEN. IN A CONVERSATION WITH MBFR OFFICIAL RUTH ON FEBRUARY 5 (REPORTED SEPTEL), WE WERE TOLD CATEGORICALLY THAT THE FRG HAS JUST RECONFIRMED AT A HIGH LEVEL (UNSPECIFIED BUT COULD VERY WELL BE DEFMIN LEBER) THAT THE GERMANS WOULD NOT TAKE ANY REPEAT ANY CUTS IN AIR MANPOWER IN PHASE II.

4. WE AGREE WITH THE COMMENT IN PARA 6D THAT THE DELEGATION'S MODIFIED PROPOSAL WOULD MAINTAIN THE FOCUS ON GROUND FORCE REDUCTIONS. THIS IS ANOTHER IMPORTANT POINT WHICH THE GERMANS CONTINUALLY EMPHASIZE. ANOTHER POSSIBILITY FOR MAINTAINING THE FOCUS ON GROUND FORCES IS TO CONSIDER THE POSSIBILITY OF A SUBCEILING ON GROUND FORCES. THE GERMANS THEMSELVES HAVE ALREADY INDICATED THAT SUCH AN APPROACH APPEALS TO THEM, AND THIS WOULD PERHAPS BE A METHOD WHEREBY THE USG COULD SATISFY GERMAN INTEREST ON THIS QUESTION.

HILLENBRAND

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